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ABSTRACT

The purposes of this paper are to describe a data-based organizational renewal effort in a school district, explain the application and utility of the collaborative process used, and discuss the implications of such activities for building-level delivery of educational services, particularly in the area of decision-making. Although the project was not a totally successful organizational development effort because all the intended goals and objectives were not attained, consultants concluded that the processes used--a combination of action research, collaboration, and participation-in-decision-making--emerged unexpectedly as vital intervention strategies from which implications for the practice of administration could be drawn. Methods utilized in the program are explained, as are factors having implications for the practice of administration at the building-level such as resistance to change, inflexible participants, and lack of support from the central office. The appendix contains worksheets, evaluations, workshop materials, definitions, observation sheets, and role activities. (Author/JM)

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INSIGHTS INTO ACTION RESEARCH: IMPLICATIONS FOR THE PRACTICE OF ADMINISTRATION

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ABSTRACT

The purposes of this paper are: (1) to describe a data-based organizational renewal effort; (2) to explain the application and utility of the collaborative process used; and (3) to discuss the implications of such activities for building level educational delivery of services, particularly the area of decision-making. The rationale for the study is based on a synthesis of three concepts; action research, collaboration, and decision-making. Methods utilized in the study are explained, and implications for the practice of administration at the building level - including resistance to change, inflexible participants, and central office level nonsupport - are described.

The name of the school system has been changed for professional/ethical reasons. Any further information which might be available can be obtained from the authors.

Introduction

In 1976 the Woodboro Public Schools received Title IV-C (ESEA) funding to implement a training program which would "assist administrators and teachers in effecting change in the classroom through improving the affective environment in which children learn while retaining or improving cognitive gains." (Ball & Gansneder, 1976, p.1) The project was funded for three years, the first of which was a planning and development year, where all efforts were to be directed at one school - the pilot school.

The funded Woodboro project involved two programs in reality: the development, implementation, and evaluation of a teacher-initiated, auto-instructional in-service program to help teachers increase their skills and strategies in the classroom; and the development, implementation, and evaluation of an administrator-generated, skill-oriented human resources management and support system. This paper describes, explains, and discusses the data-based organization development (OD) effort which took place in the pilot school during part of the management system development phase. Although not a totally "successful" OD effort because all the intended goals and objectives did not obtain, the processes used - a combination of action research, collaboration, and participation-in-decision-making - emerged in an unintended fashion as vital and exciting intervention strategies from which implications for the practice of administration could be drawn.

Programmatic Thrusts

The major focus of the funded program was directed at providing teachers with a set of staff development activities which could help them in implementing the state's Standards of Quality (SOQ) relative to classroom planning

and management. It was the focus of the administrator-oriented part of the program, therefore, "to provide principals and central office personnel with the skills needed to effectively manage SOQ." (Woodboro, 1976, p.11) Teachers were getting a set of activities which would give them various skills; there would be six such sets eventually. Each set was called a MAC; the sections in each MAC, built around a series of skills, were called PACs.

Thus, the management plan for administrators described in this paper is one which was determined to be integral to the support and effective use of Title IV-C MACs by the teachers.

Generation of the Data Base: Action Research, Collaboration, and Decision Making

The view expressed in the design of the management system was that both the MACs and the management needed to support their effective use should be considered parts of a total effort; that effort directed, in part, by the objectives found in the MACs. The management system began to take form out of an analysis of each MAC as it was produced. Principals and other administrators, after an analysis of each MAC, related MAC objectives and content to their current management situation, and made predictions about what would be needed by teachers, administrators, and relevant others in the school division for the effective use of the MACs by the teachers.

At a later time, teachers in the pilot school were asked to analyze the MACs and to make predictions about what would be needed for their effective use. Analyses by the teachers were compared to those made by the administrators to determine the degree of consensus between the two. Discrepancies found were identified, analyzed, and discussed for appropriate resolution.

Out of the analysis and discussion of each MAC, the component parts of the management system were identified, emphasized, and agreed to. The components agreed to served as the points around which the status of each component

in the management system was determined. For example, one could predict that the analyses and discussions of the MACs would result in agreement that resource identification and allocation should be one component of the management system needed to effect the best use of the MACs. If this prediction held, the current status of this component would be determined; if it were decided that improvement was necessary, arrangements would be made to bring about the needed changes. In like manner, each of the other components of the management system so identified would receive attention. In addition, those components of the management system identified and judged to be of crucial importnace to the effective use of the MACs were considered for attention by principals and others during the summer of 1977, as work began on the implementation of the management system in the pilot school.

Action Research

Invented by Kurt Lewin over thirty years ago, the term "action research" has come to be known (Huse, 1976; Susman & Evered, 1978) as a cyclical process in which a change agent/researcher/consultant could apply extant behavioral science knowledge to the management or resolution of practical problems of a client (system) through collaboration. What did that mean at a more practical level? That through the collection of data from the administrators and teachers, the consultants developed a position paper on the basic premises which needed to underlie any management system. These data and premises were then fed back to the group. At this point the group discussed the feedback and considered alternative courses of action. The most important defining attribute of action research, collaboration, had to be worked on to a great degree. Both the consultants' group and the administrators' group struggled with what a truly collaborative relationship might be like if it worked. Although we never reached that zenith, the consultants' group did

provide a working document on a management system based on the collaborative principles that follow first below and the data presented second.

Collaboration

Collaboration defined the process to be used in the development and utilization of the management system. This process is seen to reduce the uncertainties about how those affected by management decisions whould be involved in making the decisions. The principles that govern collaboration, enumerated below, describe how collaboration as it is here defined works (see Berry & Brandt, 1976, for another application).

Collaboration is here defined as a means by which participants, in a concerted action for their common good, freely consent in advance to allow the principles enumerated to guide their actions. To act consistently with this definition of collaboration, participants must acknowledge that the common good for which they strive will not be best served if anyone in the process insists upon retaining complete autonomy. The alternative to the exercise of arbitrary authority is to recognize in advance another authority to which each can agree, i.e., some portion of the autonomy of each must be given up in order to establish the principles of collaboration as the primary authority for working together. In short, there must be a prior agreement to collaborate. Each participant, rather than insist on retaining autonomy, acknowledges the authority inherent in the principles that will govern the working relationship. Figure 1 illustrates this bodel of collaboration.

While it is reasonable to believe that disagreements will arise under even the best conditions, the great benefit derived from a prior agreement to collaborate is that disagreements likely will not become the exercise of harsh and arbitrary actions. Disagreements are resolved within the structure imposed by the principles agreed to in advance. Seen in this light, disagreements will

not likely frustrate concerted action, but will serve as points of difference to be acknowledged and managed by the application of the principles enumerated.

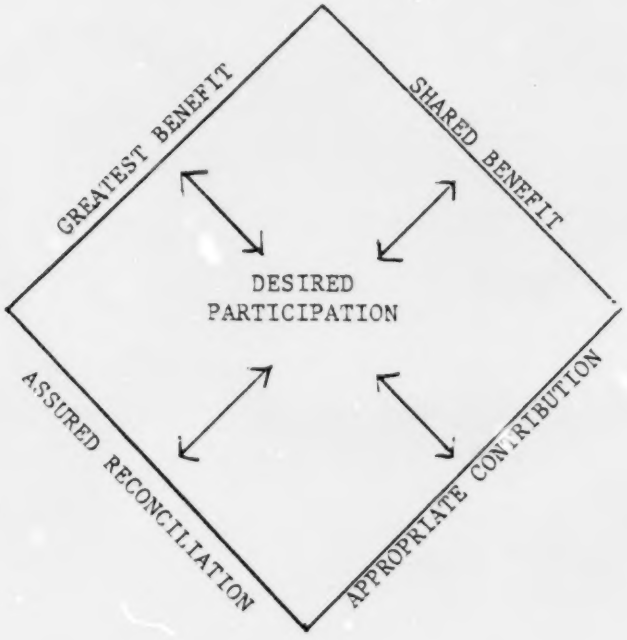

Figure 1 · Collaboration model

Principles of Collaboration

1. The Principle of Greatest Benefit. This principle acknowledges the cumulative effects derived from working together. Each party in the management system development and implementation process ackhowledges that the greatest benefit to each comes from attainment of the common goal.

   While each participant reveals the selective incentives that act to motivate individual action, these incentives are acknowledged to be subordinate to the common goal. Adherence to the principle causes narrow interests to give way to the broader concerns of the group. Any hidden agenda is flushed out early in the process and brought within the framework of the principle of greatest benefit.

2. The Principle of Shared Benefit. This principle states the relationships that exist between and among the parts of the whole. Namely, the attainment of the goal of one participant or group can be shared by those who favor another goal because both see how the two goals are related.

   Adherence to this principle emphasizes relationships; amount and kind of instructional materials to instructional group size; curricular objectives to instructional strategies; administrative leadership to school environment; financial resource allocation to professional development of teachers, to name a few. Attention to this principle causes those whose objectives are narrowly focused to see the potential benefit to be gained from the attainment of other objectives and to share in these benefits.

3. The Principle of Appropriate Contribution. This principle operates to avow the unique contribution of each participant in the management system development and implementation process. The proper application of this principle provides that the contribution of each to the total process be concrete and within the authority and responsibility of the participant. This principle maintains the unique features of the contribution of each but directs each contribution toward the common good.

   Adherence to the principle of appropriate contribution keeps participants out of each other's business and directs the business of each toward the common good. The uniqueness of each in the process of the management system development and implementation is avowed as is the connection of each to the common good.

4. The Principle of Desired Participation. This principle states that there must be an agreement in advance of actual system development to collaborate according to the several principles enumerated. Seen in this light, the

principle of desired participation is a principle of principles.

Those who utilize an action research model in developing a management system can see that this model may be a guide to client-consultant working relationships. The principle of principles sets the other principles of collaboration as the authority for working together. Attention to this meta-principle forces a full discussion of procedure and an agreement that the model will be given a chance to succeed. Following this principle advances the position that people work best together and are more productive when they know how to do what is to be done. Lack of agreement on this principle or lack of commitment to it negates any potential for promoting effective working relationships. Commitment to the principle promotes feelings of trust and goodwill because participants in the process align themselves in advance with the authority inherent in the principles enumerated.

5. The Principle of Assured Management of Conflict. This principle operates to restore a unified effort when serious disagreements arise and after they have been fully aired. This principle attends to getting things back on track after conflict or serious disagreement has distracted participants from the major items on which they had originally agreed to work.

A draft of a framework for the management system was presented to the principal of the pilot school. Based on the principles of collaboration, MAC goals and objectives, and administrative concerns, the draft (Figure 2) focuses on the curriculum and intent (in the MACs) and how those could interface with a person's administrative responsibilities and for concerns (compatable parts). The final part to contribute to the data base included two kinds of decision-making data-gathering activities: an analysis of the MACs as they were produced; and the administration of a research instrument which assessed discrepancies

Principles of Collaboration

Curriculum Content-Objectives

		Desired Participation	Appropriate Contribution	Greatest Benefit	Shared Benefit	Assured Management of Conflict	Compatible Parts
MACs	I	Principals and other administrators review each MAC as produced and identify needs teachers will face prior to, during and post implementation.					Role Clarification
	II						Task Analysis
	III	Teachers review MACs when available to them and identify needs they will have during implementation and after.					Organizational Climate
	IV	Appropriate records kept of each review will serve as base of information for attending to the activities identified under compatible parts.					Decision Making
	V	Information from principals and other administrators and information from teachers compared. Results and activities necessary to understanding of collaboration (process) and manatement system parts will give direction to professional development activities during summer 1977.					Resource Identification and Allocation
	VI						Communication

Figure 2 · Process and Compatible Parts

in the degree of involvement in decision-making activities which the teachers felt they had and which the principals felt they should have.

Decision Making Data Collection

To analyze the MACs in a systematic manner through a process which involved all administrators in the system, a worksheet was drawn up (see Appendix A). Consisting of a general "judgement" part and a "needs assessment" part relative to the objectives of each MAC, administrators completed the sheets. Results of the judgment section are presented in Appendix B. Responses to the ten objectives in MAC I, asn an example, are presented in Table 1.

Several concerns are highlighted by this information:

(1) Six of the objectives (1, 2, 3, 7, 9, and 10) are perceived to be areas in which "more needs to be done."

(2) The three objectives having the lowest mean scores were objectives two, seven and nine (2, 7, and 9).

(3) There was wide variation among the various schools on the objectives.

Points one and two above appear to have implications for the manner in which MAC I might be employed and for the initial foci for the management system. There are at least three possible explanations for the variations of responses across objectives:

(1) These schools are in fact very different along these dimensions.

(2) Lack of agreement as to what these statements really mean in operation.

(3) Lack of agreement on criteria (evidence) in determining the degree to which each is occurring in the various schools.

As a second means of gathering data for this intervention, an instrument was administrered to all school division administrators and all teachers in the pilot school. In some ways the consultants felt that the more baseline information collected, particularly that which was reliable and valid, the greater their knowledge of the system and its blockages.

Table I
Distribution of Responses to
MAC I Objectives

Objectives	Poor-not much being done	Fair-more needs to be done	Adequate-sufficient amt. being done	High-great amount being done
1. Obtain a working knowledge of the development and effective use of standardized tests		XXXX	XXXX	XX
2. Obtain a working knowledge of the development and effective use of criterion-referenced tests	XX	XXXX	XXX	X
3. Obtain a working knowledge of the development and effective use of teacher made tests		XXX	XXXXX	XX
4. Become more sensitive to the environment in which the teacher works and to his/her behavior as it relates to teaching/learning		XX	XXXXXX	XX
5. Obtain and effectively utilize knowledge about the student in his/her community environment		X	XX	XXXXXXX
6. Become more proficient in conducting parent-teacher conferences designed to strengthen home-school relationships		XXX	XXX	XXXX
7. Become more proficient in conducting an effective home visitation for a more comprehensive understanding of the student in his/her home environment	XX	XX	XXXX	X
8. Understand and appreciate each child as an individual of self worth, and to facilitate a process whereby each child recognized his/her potential and assumes various responsibilities as a member of a group (sub-goals listed in PAC III)		XX	XX	XXXXX

Table I Continued

Objectives	Poor-not much being done	Fair-more needs to be done	Adequate-sufficient being done	High-great amount being done	
9. Become more proficient in involving each student in self-evaluation of his/her work, in goal setting for what he/she is to learn, and in conducting student-teacher conferences to maintain open lines of communication		XXXXXXX	X	X	
10. Obtain a thorough working knowledge of how to hold class discussions that help in the goal of humanizing instruction	X	XXX	XX	XXX	

Instrumentation

The Decision Involvement Analysis instrument was designed to measure perceptions of school system personnel regarding the real and ideal decision-making structure(s) and level(s) of involvement regarding decisions made in schools. The instrument was developed through the Wisconsin Research & Development Center for Cognitive Learning, based on decision theory, and, through testing, has demonstrated content and construct validity and internal consistency reliability (r=.90). The three scales of the instrument, extra-school, school-wide, and unit-subunit have reliabilities of .80, .78, and .79 respectively.

The instrument's 30 items (see Table 2) are responded to in terms of four questions - two regarding decision structures and two regarding involvement in making decisions. The instrument is self-administrering, although the consultant was on hand to answer questions during its administration. Although originally developed for use in IGE schools, the consultant team changed the wording of some of the items to better reflect its use in Woodboro schools.

The Decision Involvement Analysis instrument was chosen to be administered in the school division after careful perusal of a number of instruments. It was felt that this instrument would be most appropriate in providing the consultant team with a broader knowledge base. The information obtained from respondents was used in the development of a baseline of knowledge on decision structure(s) and involvement.

One blockage in the system became apparent quite quickly: that termed "mistrust." Concern was expressed by some of the respondents to the instrument that their responses should not be able to be identified. This concern was honored; some people, however, did sign their names to the instrument.

Table 2 - Decision Involvement Analysis Items

	Item	
S	1	The approval of instructional materials to be purchased.
ES	2	The amount of money designated for implementation of new programs within the school.
S	3	The nature and duration of specific instructional activities.
S	4	The coordination of curriculum across grade levels/departments within a school.
S	5	The amount of planning time provided grade level/department leaders for unit-related activities.
S	6	The procedures to be utilized in evaluating instructional materials within a school.
ES	7	The selection of new teachers for the school.
U	8	The duties and responsibilities of members in a grade level/department.
S	9	The methods used to modify student conduct.
S	10	The criteria to be utilized in evaluating instructional programs within the school.
ES	11	The relationship of art, music and physical education to the instructional program.
S	12	The number and nature of parent-teacher conferences.
S	13	The criteria to be utilized in evaluating the effectiveness of the curriculum within a school.
S	14	The changes to be made in the school-wide organizational pattern.
ES	15	The procedures to be utilized in evaluating a principal's performance.
U	16	The groupings to be utilized for instruction (one-to-one, small groups, etc.).
U	17	The procedures to be utilized in pre-assessing an individual student's level of achievement, learning style, and level of motivation.
U	18	The design and content of the curriculum within a grade/level department.
ES	19	The procedures to be utilized in evaluating a teacher's performance.
U	20	The curricular area to be individualized first, second, etc.
ES	21	The criteria to be utilized in evaluating pre-service and in-service programs.
ES	22	The nature and extent of consultant help from outside the school.
ES	23	The transfer of teachers from one grade level/department to another grade level/department within the school.
ES	24	The topics for the in-service program.

ES = extra-school; S = School; U = Unit

Table 2 - continued

	Item	
U	25	The area(s) in which teachers should specialize.
U	26	The specific instructional objectives each child is to attain.
ES	27	The amount and nature of supervision of teaching methods.
ES	28	The budget for the school.
ES	29	The extent of involvement of parent advisory groups in the programs of the school.
ES	30	The selection of grade level/department leaders.

ES = extra-school; S = School; U = Unit

Results of the Decision Involvement Analysis

Since the consultants were to use the findings of the Decision Involvement Analysis as feedback to the administrators, the data were analyzed item by item. Means and standard deviations were computed for each item relative to: (1) perceptions of principals regarding the real (actual) and ideal (should) levels of involvement of teachers in decision making, as presented in Table 3; (2) perceptions of teachers regarding the real (actual) and ideal (should) levels of involvement they have (should have) in decision making, as presented in Table 4; and (3) comparisons of perceptions of both teachers and administrators as they focus on the different levels of decisions - extra-school-wide, school-wide, and unit, as presented in Table 5. Additionally, a series of independent t-tests were used to test for significant ($p<.05$) differences between the means between teachers' "actual" and "should" perceptions and administrators' "actual" and "should" perceptions (see Tables 3, 4, and 5).

Upon presenting the results to the administrators, several commented on the degree to which the group seemed to favor teacher involvement in decision making (see Table 3). On only eight of the thirty "principal should" items did administrators' mean scores drop below 3.5. Given that a scale value of 3 was defined as "some involvement," it was felt that administrators supported having teachers involved in some aspects of decision making, in general. Of these eight items, only one - number 14 - had to do with school or unit activities; the rest of the seven items all were concerned with extra-school activities. With these data, the consultants discussed the ways in which the development of a management system could interface with strategies for effecting increased involvement by teachers in decision making activities in schools.

The administrators also commented on the degree to which teachers seemed

Table 3 - t-test Results

Comparing Principal Actual to Principal Should Means (and S.D.).

Item	Principal Actual	Principal Should	t	* p<.05
1	3.6 (1.2)	4.2 (0.7)	2.03	
2	2.1 (1.2)	3.2 (1.3)	3.46*	
3	3.9 (1.0)	4.4 (0.5)	2.17	
4	3.7 (0.7)	4.0 (0.6)	1.77	
5	2.9 (1.2)	3.7 (0.7)	2.28*	
6	3.6 (0.9)	4.2 (0.6)	2.55*	
7	2.0 (1.3)	2.7 (1.2)	2.60*	
8	3.6 (0.7)	3.8 (0.8)	1.48	
9	3.9 (0.5)	4.1 (0.5)	1.49	
10	3.3 (1.2)	4.2 (0.7)	3.19*	
11	2.8 (1.3)	3.8 (0.6)	3.46*	
12	3.8 (1.1)	4.3 (0.7)	2.24	
13	2.9 (0.8)	3.8 (0.8)	3.19*	
14	2.3 (1.1)	3.2 (0.9)	3.53*	
15	1.8 (1.2)	2.5 (1.2)	2.60*	
16	4.0 (1.0)	4.3 (0.8)	1.77	
17	3.8 (1.1)	4.3 (0.7)	2.55*	
18	3.9 (0.9)	4.3 (0.5)	1.48	
19	3.3 (1.4)	3.8 (1.0)	1.59	
20	3.6 (1.0)	4.1 (0.7)	2.17	
21	2.4 (1.1)	3.8 (1.1)	3.37*	
22	2.2 (1.3)	3.4 (0.7)	3.56*	
23	2.8 (0.9)	3.2 (0.9)	1.82	
24	3.0 (1.0)	3.8 (0.6)	3.08*	
25	4.2 (1.2)	4.5 (0.5)	1.30	
26	3.8 (0.8)	4.3 (0.5)	2.16	
27	2.6 (1.1)	3.5 (0.7)	3.19*	
28	2.8 (1.0)	3.6 (0.8)	2.42*	
29	3.2 (0.8)	3.3 (1.0)	.80	
30	3.0 (1.3)	3.4 (1.1)	1.82	

N = 12

Table 4 - t-test Results

Comparing Teacher Actual to Teacher Should Means (and S.D.).

Item	Teacher Actual	Teacher Should	t	* p<.05
1	3.1 (1.0)	4.4 (0.6)	6.93*	
2	1.3 (0.8)	3.3 (0.8)	6.41*	
3	3.9 (1.1)	4.7 (0.7)	4.51*	
4	3.1 (1.4)	4.4 (0.7)	4.57*	
5	1.7 (0.3)	4.5 (0.7)	7.27*	
6	2.7 (1.4)	4.4 (0.8)	5.54*	
7	1.1 (0.2)	2.1 (1.5)	3.04*	
8	2.9 (1.2)	4.0 (0.7)	4.89*	
9	3.3 (1.5)	4.4 (0.7)	3.69*	
10	2.2 (1.5)	4.2 (0.8)	6.55*	
11	2.3 (1.2)	3.7 (0.8)	4.28*	
12	3.5 (1.5)	4.8 (0.4)	3.98*	
13	2.0 (1.3)	4.2 (0.7)	6.97*	
14	1.5 (0.9)	3.2 (1.2)	5.15*	
15	1.1 (0.5)	3.7 (1.0)	9.44*	
16	4.8 (0.4)	4.8 (0.4)	1.00	
17	3.7 (1.6)	4.4 (0.7)	2.78*	
18	2.3 (1.4)	4.1 (0.8)	6.47*	
19	1.8 (1.3)	4.0 (1.3)	5.79*	
20	2.7 (1.5)	4.4 (0.8)	5.72*	
21	1.5 (1.1)	4.0 (0.7)	9.66*	
22	1.5 (1.0)	3.2 (1.0)	4.86*	
23	1.5 (0.9)	3.1 (1.5)	4.64*	
24	1.6 (1.0)	3.8 (1.0)	6.76*	
25	3.2 (1.7)	4.3 (0.9)	3.22*	
26	3.3 (1.5)	4.4 (0.7)	3.83*	
27	1.4 (1.0)	3.3 (0.8)	6.06*	
28	1.3 (0.8)	2.4 (1.1)	3.83*	
29	2.4 (1.2)	3.3 (0.8)	3.39*	
30	2.1 (1.5)	3.8 (1.2)	4.97*	

N = 18

Table 5 - t-test Results

Comparing Principal Actual and Principal Should Means (and S.D.) [N = 12]
for Item Clusters Regarding Extra-school-wide, School-wide, and Unit Decisions, as well as
Teacher Actual and Teacher Should Means (and S.D.) [N = 18]

	Principal Actual	Principal Should	t	Teacher Actual	Teacher Should	t
ES 13 items	33.83 (7.8)	44.00 (8.2)	4.26*	20.94 (7.7)	43.50 (7.9)	9.22*
S 10 items	33.42 (5.8)	39.67 (3.6)	3.90*	26.94 (7.3)	43.28 (3.6)	9.36*
U 7 items	26.83 (5.4)	29.92 (2.6)	2.54*	22.72 (6.0)	30.61 (3.7)	7.89*

* $p<.05$ ES = Extra-school; S = School; U = Unit

to want to be involved in making decisions (see Table 4). Several gave examples of situations in which teachers had been asked to become involved but had refused. But one point was becoming clear - both teachers and administrators felt that teachers could have more involvement in decision making. In fact, a look (eyeball) at the "should" columns in Tables 3 and 4 served to reinforce the notion that the perceptions of administrators as a group were not meaningfully different than those of the pilot school teachers. The fact is further substantiated in looking at the "should" means in Table 5 of both groups.

One last set of results from the administration of the Decision Involvement Analysis seemed relevant. As one can observe in Table 5, there exist considerable discrepancies between the "actual" and the "should" categories of decision making for both principal and teacher. The largest discrepancy exists with regard to extra-school activity items; the smallest discrepancy exists with regard to school-side activity items. And, as one might predict, the greatest difference between perceived "actual" involvement and perceived "should" involvement obtained with the pilot-school teacher group.

Attempting to Build the Management System

With all these data and interpretations in hand, the consultant team and client system agreed that a one-week period over the summer would be the best (or most unencumbered) time to analyze the data and relate them to the development of a management system. It was within that one-week framework in which the toughest work was yet to be done; and the greatest resistance to working collaboratively was to be seen.

A workshop for administrators was structured over a four-day span of time. We generated objectives that the administrators and team agreed on, and performance indicators for each objective which we thought appropriate

and "documentable." As a staff development effort it "focus(ed) upon professional growth rather than upon credentialing or maintaining. It assum(ed) the need for change and renewal." (Bishop, 1976, p.1) The objectives and performance indicators are presented in Appendix C.

We believed that a management system, which could be designed during that workshop, would be one based on the principles of collaboration and action research. A management system which would be centered on such thrusts should be developed remaining "true" to those thrusts. So the workshop was designed to increase knowledge, competency and commitment. Experiences were provided for participants to further those ends; a sample set of role-playing activities appears in Appendix D.

All administrators in the school division participated in the workshop. As a group, we spent three days experiencing: lecturettes on decision making, rolw clarification, and school climate; role-playing activities in which learning to relate to each other in a collaborative fashion was the goal; and seeing films of managers in other organizations using MBO.

By the end of the week, the administrators seemed ready to build the skeletal structure of their management system. As consultants we were there to facilitate and to serve as sounding boards, not to direct or prescribe. Although we <u>did</u> have a particular management system configuration in mind, we believed it best, professionally, to have the group generate/create its skeleton as a result of <u>its</u> experience, skill, and belief system. In that way, the system would have a greater chance to work and to grow and develop as its creators grow and develop.

Epilogue: Implications for the Practice of Administration

A skeletal structure for the management system was created. It consisted

of (1) an underlying value system, (2) a set of compatable parts or elements of a management system, and (3) a set of skills which needed to be attended to by the administrators. The value system used was that of "collaboration" as they interpreted the principles described above. The compatable parts or elements were seen by participants to be the "tasks of management" - resource allocation, decision making, instructional advisement, etc. The skill base consisted of those skills which were needed to make the system work - giving and receiving feedback; communicating verbally and non-verbally, etc.

As consultants, we were pleased to see the product, the management system skeleton that we facilitated and they built - from data; through an action research process. What we did not know, however, was that one individual - an individual who occupied a pivotal position - had never meant for us to get even this far. Since we had, though, that person was going to assure that we did no more work with the administrators, or that the work we did would be on his/her terms and neither collaborative nor faciltative in nature.

What we had not attended to was the need to have sommitment from the top - essential for any OD effort as well as administrative practice. It's not that we were told that we wouldn't be hired back; it's that everything took sooo... long to be looked at, everything had at least one part that needed revising, that the division really never got around to building a management system. No other consultants were hired to do what we had; a consultant was hired, though, to consult with a hand-picked, "privy" committee which designed a task system (as opposed to a management system) which was to be mandated. As tragic as that part was, the greatest tragedy was that the other administrators in the system who had come to understand the principles of collaboration and to begin to work in such a fashion have now accepted the "fact" that change in this direction may be impossible within their current

environment. Thus, the instructional change model which involved both teachers and administrators has been distorted. No matter how much autonomy building principals in this school system thought they had, one person in the central office who occupied a pivotal role really determined the spirit or essence of management and staff development activities!

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Appendix A

WORKSHEET - MAC-PAC ASSESSMENT

Name_____ Date_____ MAC #_____

I. Your judgement of this MAC

A. General value

B. Clarity

C. Potential for improving instruction

II. If this MAC is effectively implemented, what predictions can you make about the following:

A. Changes in educational practices by teachers.

B. Additional resources teachers may request - time, space, materials, other

C. Changes in internal school organization

D. Nature and extent of assistance teachers may request in the effective implementation of this MAC

E. Communication with community about changes which might result from the effective implementation of this MAS

F. Demands on principal to support effective implementation of this MAC. Please be specific

On pages 3 and 4 you will find ten general objectives derived from the PACs in MAC I. Beside each objective is a scale for your assessment of the extent to which you believe the objective is being met in your school at the present time. Please circle the dot below the appropriate descriptor.

WORKSHEET - MAC-PAC ASSESSMENT

GENERAL OBJECTIVES
MAC I

Degree to which objective is being met

by _____ school

	Poor-not much being done	Fair-more needs to be done	Adequate-sufficient amt. being done	High-Great amount being done	Excessive-too much being done
1. Obtain a working knowledge of the development and effective use of standardized tests	.	.	.	.	.
2. Obtain a working knowledge of the development and effective use of criterion-referenced tests	.	.	.	.	.
3. Obtain a working knowledge of the development and effective use of teacher made tests	.	.	.	.	.
4. Become more sensitive to the environment in which the teacher works and to his/her behavior as it relates to teaching/learning	.	.	.	.	.
5. Obtain and effectively utilize knowledge about the student in his/her community environment	.	.	.	.	.
6. Become more proficient in conducting parent-teacher conferences designed to strengthen home-school relationships	.	.	.	.	.

COMMENTS:

_____

_____

_____

_____

_____

_____

GENERAL OBJECTIVES
MAC I

Degree to which objective is being met

by _____ school

	Poor-not much being done	Fair-more needs to be done	Adequate-sufficient amt. being done	High-Great amount being done	Excessive-too much being done
7. Become more proficient in conducting an effective home visitation for a more comprehensive understanding of the student in his/her home environment	.	.	.	.	.
8. Understand and appreciate each child as an individual of self worth, and to facilitate a process whereby each child recognizes his/her potential and assumes various responsibilities as a member of a group (sub-goals listed in PAC III)	.	.	.	.	.
9. Become more proficient in involving each student in self-evaluation of his/her work, in goal setting for what he/she is to learn, and in conducting student-teacher conferences to maintain open lines of communication	.	.	.	.	.
10. Obtain a thorough working knowledge of how to hold class disucssions that help in the goal of humanizing instruction	.	.	.	.	.

COMMENTS:

_____

_____

_____

_____

Appendix B

I. Judgments of MAC I around its general value, clarity, and potential for improving instruction were generally positive on all three dimensions. Implied was the recognition that the content of MAC I, "Humanizing Instruction," was a good topic on which to begin our work together.

There were no noticeable differences between the information provided by the principals and that provided by central office staff in these three areas. There were, however, several differences noted among the responses by all participants:

On the dimension of clarity, responses ranged from "perfectly clear" to "wordy" and "needs clarification"; on the dimension of potential for improving instruction, responses ranged from "great potential," a valuable tool," to "will help those who have little idea of what can be done." Also, the need for additional resources for use by teachers and the storage and retrieval of these resources was strongly indicated.

II. Predictions made about the results of the effective implementation of MAC I indicated a great concern about the demand for time, by principals and by classroom teachers. While little or no changes in school organization was thought necessary, there was strong support throughout the responses for the position that the effective utilization of this MAC by classroom teachers would demand greater preparation for instruction, and an intensification of attention to the specific and individual needs of pupils.

There was general agreement that classroom teachers will need considerable inservice help on the effective utilization of most parts of this MAC. This is a strong indication that the PACs in this MAC are <u>not</u> perceived as being auto-instructional. Only mild support was indicated for the need to communicate with the community on anticipated changes in education resulting

from the use of this MAC.

The predictions made on the section G. (Demands on principal ...) revealed several specific needs with which principals likely will be faced. They were:

A. To know the teaching staff better

B. To plan for more time for supervision of instruction

C. To identify, secure, and make available instructional materials teachers will need

D. To provide time for principal in-service - budget, monitoring results, reinforcing teachers, and coordination of effort were mentioned

E. To have a thorough knowledge of the contents of all PACs in each MAC

F. To become more curriculum oriented in planning, identification and use of recources

G. To do some classroom teaching

H. To procide clerical help to teachers

I. To practice the philosophy inherent in collaboration and the proper use of this MAC

J. To obtain more reliable evidence on how teachers view the principal in his role

K. To begin to think about and plan for an appropriate form of continuous progress for pupils

L. To effectively utilize the support personnel now in the school division

In summary, the assessments of MAC I revealed a strong consensus on the positive results the effective use of this MAC sould have on the improvement of instruction in the individual schools in Woodboro. Availability of time to give to the assessment and understanding of the MACs by principals and other administrators and to the understanding and use of the MACs by teachers was an acknowledged problem. Providing in-service experiences, making appropriate resources available, and monitoring the effective use of the MAC Pacs were three areas of need that

were highlighted.

The decision making role of the principal in the identification and use of resources was by implication lodged in the pattern of responses found in II. E. and II. G. Also, clearly communicated, but more by implication than by specific statement, was the expression that principals must become more active in curriculum development and in the use of specific instructional strategies by teachers to meet the specific needs of pupils. Monitoring the results of instructional activity was seen by principals ans by central office staff as a need of considerable magnitude.

In relating information from the assessments of MAC I to the management system, there is clear evidence that the parts of the system that need attention first are 1) role identificaion, 2) task analysis, and 3) decision making. There is good support for the position that all assessment participants took their task seriously and provided a great deal of useful information on the development and potential use of MAC I, and on the nature of our continued work together.

Appendix C

WORKSHOP IN ADMINISTRATIVE MANAGEMENT SYSTEM DEVELOPMENT

Objective

1. To gain greater understanding of the principles governing collaboration.

Performance indicator

Communicate understanding verbally, and indicate understanding of principles by practicing appropriate behavior.

Objective

2. To identify the positive and negative relationships between the principles of collaboration and management by objectives.

Performance indicator

Recognize components of management by objectives system and describe the relationships between the principles of collaboration and components of management by objectives.

Objective

3. To estimate future consequences of the effective use of the MACs by teachers that are implied in the information from the assessment of MAC I, MAC III, and the Decision Involvement Analysis Instrument.

Performance indicator

Identify, predict, explain and relate specific parts of the information base at hand to effective use of the MACs.

Objective

4. To improve interpersonal relations skills that can be used in working with teachers on the identification and specific application of MAC activities.

Performance indicator

Through opportunities to observe and practice role activities, develop and use skills in identifying and gaining support for teacher performance objectives.

Objective

5. To identify and gain consensus on some of the specific tasks related to the Management System to be ocmpleted during the 1977-1978 school year.

Performance indicator

Produce, describe, place on time line, and agree to appropriate involvement in meeting specific tasks which are part(s) of the Management System.

Objective

6. To identify and describe the overall parts of the Management System to be used during September 1, 1977 - June 30, 1979.

Performance indicator

Workshop participant communicate that they can identify and describe, at the knowledge level, the overall parts of the Management System presented and discussed by the consultants.

Role-Task Function Definitions

1. Initiating: Proposing tasks, goals, or action; defining the group problem(s); suggesting procedures.

2. Informing: Offering facts; giving opinions; expressing feelings.

3. Clarifying: Interpreting ideas or suggestions in general as well as their implications if applied; defining terms theoretically as well as practically; clarifying the group issue(s); analyzing critically an idea, fact, or opinion.

4. Bringing to closure: Synthesizing related ideas; restating suggestions; offering a decision or conclusion.

5. Facilitating: Encouraging each group member to participate; being responsive to others; attempting to manage group conflict; keeping communication channels open; encouraging the sharing of ideas, or opinions; getting people to confront and explore differences.

6. Consensus seeking: Compromising on conflicting ideas or suggestions; modifying position toward issue(s); admitting error; testing possible conclusions or decisions.

7. Active resistance: Using "hidden agenda" to block group movement; deflating members' status; using authority or superiority to manipulate group member(s); using patronizing behavior to control group member(s); stubbornly resisting ideas, opinions, or suggestions for personal reasons; arguing a point beyond reason.

8. Passive resistance: Straying off the task to avoid commitment; pursuing special interests unrelated to task; "turning off"; seeking recognition in ways not relevant to the task.

Appendix D

OBSERVATION SHEET FOR ROLE ACTIVITIES

Role-Task Functions	Observation #2 (Wednesday P.M.)		Notes
	Principal	Teacher	
1. Initiating			
2. Informing			
3. Clarifying			
4. Bringing to closure			
5. Facilitating			
6. Consensus seeking			
7. Active resistance			
8. Passive resistance			

Role Activities

Situation A

#1 Principal

#2 Teacher Representative

#3 Observer

The principal has just finished studying the results of a Decision Involvement Analysis activity which was completed in his/her school. His/her particular concern focuses upon the discrepancies in item 13--evaluative criteria to be used in assuming the school curriculum.

The principal decides to have a meeting with the Chairperson of the School Curriculum Committee to explore the implications of the discrepancies and to determine if some action should be taken.

Situation B

#1 Observer

#2 Principal

#3 Teacher

_____, an angry teacher, is convinced that she is being treated in an unfair manner. On the past two occasions she has had requests for teaching materials turned down because "the probable payoffs did not justify the relatively high costs of the items." In addition, she observes that her fellow teachers seem to be having the same kind of problems in getting some of the materials which they request.

She requests a meeting with the principal to (1) seek clarification of the criteria to be applied in assessing instructional materials and (2), if possible, to have more to say about what criteria should be applied.

Situation C

#1 Teacher

#2 Observer

#3 Principal

The principal is concerned. He/she has scheduled a meeting with _____, one of the better teachers in the school. Having observed this teacher's class, the principal is convinced that the teacher would benefit from developing and implementing a TPO focusing upon Objective 10 in MAC I - Obtain a thorough working knowledge of how to hold class discussions that help in the goal of humanizing instruction.

The principal is also aware that this teacher's perception of himself as a teacher is positive but tentative. He/she believes that he is "good with kids" and runs his class in such a manner as to be highly attentive to the "needs" of the students. The principal knows that if this meeting goes well a good teacher might become a better teacher. However, if the meeting does not go well, a good teacher might be rendered "less effective."

The meeting begins ...